

Timothy C. Woodcock Direct Dial 207-992-4338 twoodcock@eatonpeabody.com 80 Exchange Street, P.O. Box 1210 Bangor, Maine 04402-1210 Phone 207-947-0111 Fax 207-942-3040 www.eatonpeabody.com

July 29, 2015

Supreme Judicial Court Matt Pollack, Clerk of the Court 205 Newbury Street, Room 139 Portland, ME 04101-4125

Re: In the Matter of

Request for Opinion of the Justices

Docket No. OJ-15-2

Dear Matt:

Please find enclosed the Reply Brief of the President of the Maine Senate by and on Behalf of the Maine Senate and the Speaker of the Maine House of Representatives by and on Behalf of the Maine House of Representatives.

Please present to the Justices of the Supreme Court for consideration.

Very truly yours,

Timothy C. Woodcock

TCW/eab enclosures

cc: The Honorable Michael Thibodeau

The Honorable Mark Eves

STATE OF MAINE SUPREME JUDICIAL COURT OPINION OF THE JUSTICES DOCKET NO. OJ-15-2

REPLY BRIEF OF THE PRESIDENT OF THE MAINE SENATE BY AND ON BEHALF OF THE MAINE SENATE AND THE SPEAKER OF THE MAINE HOUSE OF REPRESENTATIVES BY AND ON BEHALF OF THE MAINE HOUSE OF REPRESENTATIVES

> Timothy C. Woodcock, Esq. Adria Y. LaRose, Esq. Eaton Peabody 80 Exchange Street PO Box 1210 Bangor, ME 04402-1210 (207) 947-0111

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NOW COME, The Honorable Michael Thibodeau, President of the Maine Senate, by and on behalf of the Maine Senate, and The Honorable Mark Eves, Speaker of the House of Representatives, by and on behalf of the Maine House of Representatives, and file their Reply Brief in the above referenced matter and pursuant to the Procedural Order of this Court dated July 20, 2015 as follows:

I. SUMMARY

The Legislature properly extended the First Regular Legislative Session of the 127th Legislature on June 18, 2015 and formally extended it again on June 23, 2015. The Legislature approved a temporary of the First Regular Session of the 127th Legislature on June 30, 2015, which properly placed the authority in the Speaker of the House and the President of the Senate. The temporary adjournment of the Legislature on June 30 did not constitute a final adjournment of the First Regular Session of the 127th Legislature; neither was the nature of that adjournment such that the Governor was prevented from returning, with his objections, bills that had been passed by the House of Representatives and the Senate to the House from which those bills had originated.

II. THE TEMPORARY ADJOURNMENT OF THE LEGISLATURE WAS NOT AN ADJOURNMENT THAT PREVENTED THE GOVERNOR FROM RETURNING BILLS.

It appears that the Executive and the Legislative Departments agree that under the Maine Constitution the words "adjourn" and "adjournment" do not have a single, solitary meaning. *Cf., Governor's Brief* at 8, *Legislature's Brief* at 7-13. Whatever form the adjournment may take, Article III, Part Third, Section 2 does not apply unless that adjournment "prevent[s]" the Governor from "return[ing]" the bills. Me. Const., art. IV, pt. 3, § 2.

In large part, the questions posed in the Governor's Letter turn on the nature of the Legislature's June 30 adjournment and, in particular, whether, during that adjournment, the Governor was "prevented" within the meaning of Article IV, Part Third, Section 2 from returning bills. Within this question lie two other questions: First, was the Legislature's Order of Adjournment of June 30 properly adopted by the Legislature and, second, whether the form of the Order of Adjournment "prevent[ed]" the Governor from returning bills?

A. THE ORDER OF ADJOURNMENT OF JUNE 30, 2015 WAS PROPERLY ADOPTED BY THE LEGISLATURE.

Aside from questioning whether the Legislature had inadvertently terminated the First Regular Session of the 127th Legislature, neither the Governor's Letter to this Court nor the Governor's Brief asserts that the Order of Adjournment of June 30 was not validly and properly approved by the Legislature. Though this point does not appear to be in controversy, it bears emphasis because the Legislature's approval of the Order of Adjournment represents its exercise of an indispensable and vital power vested in the Legislature by the Maine Constitution; that is, the authority of each House to "determine the rules of its proceedings..." Me. Const., art. IV, pt. 3, § 4.

B. THE FORM OF THE ORDER OF ADJOURNMENT OF JUNE 30 DID NOT PREVENT THE GOVERNOR FROM RETURNING BILLS.

As the Adjournment Order of June 30 was properly adopted by the Legislature, the question becomes whether the form of the Order and the adjournment that it effected prevented the Governor from returning bills. The answer to these question lie in the wording of the Order

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¹ It is understood that the Governor's Letter also questioned whether the First Regular Session of the Legislature was still in effect when the Legislature approved the June 30 temporary adjournment order. The issues raised by those questions are addressed below.

itself, and on the processes that the Legislature provided during the adjournment for the return of bills.

Given its centrality to the questions presented, the Order of Adjournment is produced in full as follows:

ORDERED, the House concurring, that when the House and Senate adjourn they do so until the call of the President of the Senate and the Speaker of the House, respectively, when there is a need to conduct business, or consider possible objections of the Governor.

Exhibit 7.²

Three aspects of this Order are immediately apparent. First, it did not purport to terminate the First Regular Session of the 127th Legislature. To the contrary, the Order expressly contemplates that that Legislature may conduct further business. *Id.* Second, the Order does not specify a date on which the 127th Legislature will reconvene but, instead, invests the Speaker of the House and the President of the Senate with the authority to reconvene the 127th Legislature. *Id.* Third, the Order expressly identifies two bases on which the Speaker and the President may reconvene the Legislature: "when there is a need to conduct business" and "when there is a need...to consider possible objections of the Governor." *Id.*

The approval of the Order of Adjournment in this form falls squarely within the Legislature's constitutional authority to "determine the rules of its proceedings." Me. Const. art. IV, pt. 3, § 2. Here, by its plain terms, the Order provided for the adjournment of the Legislature subject to the call of the Constitutional leaders of the House of Representatives and the Senate. Given the unqualified character of the Legislature's authority, it is conceivable that the Order could have included a directive to the Clerk of the House and the Secretary of the Senate not to

² Citations to Exhibits 1 through 8 follow those cited in the Governor's Letter to this Court of June 17, 2015.

accept bills returned by the Governor, but no such directive appears and such a directive would have been entirely inconsistent with an express purpose of the Order; that is, the return of the 127th Legislature to "consider possible objections of the Governor." In the 125th Legislature both Houses followed a similar procedure.

From the foregoing, it is apparent that nothing in the Order of Adjournment prevented the Governor from returning bills during the adjournment.

C. THE PROCESSES PROVIDED BY THE LEGISLATURE DURING THE ADJOURNMENT ALLOWED THE GOVERNOR TO RETURN BILLS.

Recognizing that Article IV, Part Third, Section 2 is not triggered unless the Governor is prevented from returning bills during the adjournment, the Governor's Brief appears to contend that the nature of the Legislature's adjournment from June 30 to July 16 was such that the Governor was prevented from returning bills.

The *Pocket Veto* Case. In support of the proposition that the Governor could not return the bills during the adjournment period, the Governor's Brief places great weight on the Supreme Court's decision in the "*Pocket Veto*" case.³ *Governor's Brief* at 10-12. The *Pocket Veto* case is, however, readily distinguishable from the facts here at issue and cannot bear the weight that the Governor's Brief would have it bear.

First, the *Pocket Veto* case concerned an adjournment of the First Session of the 65th Congress sine die. 279 U.S. 655, 672, n. 1. The adjournment of the First Session of the 65th Congress came after Congress had sent bills to the President but before the 10 day period allowed the President under Article I, Section 7 had expired. *Id.* The adjournment sine die of

³ This decision was formally captioned, Okanagon, Methow, San Peolis (or San Poil) Nespelem, Colville, and Lake Band or Tribes of State of Washington v. United States, 279 U.S. 655 (1929).

the First Session of Congress created a five month gap from July 3, 1929 to the first Monday of December, 1926 before the Second Session of Congress would convene. *Id.*

The Supreme Court held that by finally adjourning the First Session, Congress had effectively prevented the President from returning the bills. *Id.* at 682-683. Among the reasons the Court cited was the indefinite character of the President's return of the bills to Congress, including the inability of Congressional officials, because Congress was "not **in session**," to comply with their own constitutional duties, such as entering the bills on the Journals of the House of Representatives and the Senate. *Id.* (emphasis supplied).

Later, in *Wright v. United States*, 302 U.S. 583 (1938), the Supreme Court found that a temporary adjournment of the Senate did not prevent the President from returning bills. Cautioning against an unduly restrictive reading of the *Pocket Veto* case, the *Wright* Court said that decision should not be read "so narrowly as to demand that the President must select the precise moment when the House is within the walls of its chambers and that a return is absolutely impossible during a recess, however temporary." *Id.* at 594.

Although illuminating in some respects, neither the *Pocket Veto* case nor *Wright v. United States* precisely resembles the circumstances at hand. Here, the 127th Legislature approved a temporary adjournment, subject to the calls of the Constitutional leaders of the House of Representatives and the Senate, empowering them to jointly designate the date of return and expressly providing that, among the purposes that would warrant reconvening, would be the consideration by the 127th Legislature of objections that the Governor might interpose to bills finally passed by the 127th Legislature. Exhibit 7.

Moreover, as the Affidavits of the Assistant Clerk of the House and the Secretary of the Senate established, at all times during the adjournment (Sundays excepted) at least up until the

point where the 10 days allotted to the Governor had expired, they were empowered to receive and capable of receiving bills returned by the Governor. Attachment B to *Brief of Legislature*, Affidavit of Jennifer McGowan, Attachment C to *Brief of Legislature*, Affidavit of Heather Priest. Supplemental Affidavits of Assistant Clerk McGowan and Secretary Priest show that, in addition to being empowered to receive bills returned by the Governor, they were also empowered to discharge the Legislature's constitutional duties with respect to those bills, including that they were duly entered upon the Journals of each chamber. See, Attachment F, Affidavit of Jennifer McGowan, at ¶¶ 4-10, 13-14, Attachment G, Affidavit of Heather Priest, at ¶¶ 5-10, 14-25, see also, Me. Const., Art. IV, Pt. 3d, § 2. The procedures in these affidavits are of long standing.

Lack of Date Certain to Reconvene. The Governor's Brief appears to find infirmity in the absence of a date certain to reconvene in the Order of Adjournment. *Governor's Brief* at 16-17. Due note is taken of the various points at which Legislators suggested that the Legislature would probably return on July 16. *See*, e..g., *Brief of Attorney General* at 3-4 That both chambers of the Legislature concluded that they should commend to their constitutional leaders the discretion to choose the date on which the 127th Legislature would reconvene falls well within the powers of the Legislature. *See* Me. Const. art. IV, pt. 3, § 2; *see also*, *Opinion of Justices*, 709 A.2d 1183, 1185 (Me. 1997). The Governor's Brief does not explain how this delegation of authority somehow prevented the Governor, in the interim, from returning the bills.

With bills before him having been finally passed by both Houses of the Legislature, the only deadline that should have concerned the Governor was the 10 day deadline that attached to

⁴ The inability of Congressional officials to discharge their constitutional duties with respect to returned bills was a principle concern of the Supreme Court in the *Pocket Veto* case. 279 U.S. at 682-683.

each bill pursuant to Article IV, Part Third, Section 2. If he had met this deadline and returned the bills, the Governor would have squarely imposed upon the Legislature the obligation to execute its duties, also as imposed by that same Article.

D. <u>IN THE INSTANT CASE WHETHER THE GOVERNOR WAS</u> "PREVENTED" FROM RETURNING BILLS IS A NON-JUSTICIABLE QUESTION.

Article IV, Part Third, Section 2 is one of several constitutional provisions that allocates powers between two departments of the Maine government. The Governor has certain powers and duties under Section 2 as does the Legislature. Among the duties imposed on the Governor is the obligation to return bills with the Governor's objections. Recognizing that the Legislature might frustrate the Governor's return of the bills by adjourning, Section 2 provides the Governor with flexibility if both Houses of the Legislature "by their adjournment" prevent the Governor from returning the bills. Me. Const., art. IV, pt. 3, § 2.

Whether the House of Representatives and the Senate are empowered to and capable of receiving bills returned by the Governor presents a question that uniquely implicates the powers that the Constitution has invested in the Legislature. This strongly implicates the Separation of Powers described in Article III, Section 1 and protected by Article III, Section 2. It is respectfully urged that this question is one which the Justices of this Court should refrain from addressing. *See Bates v. Department of Behavioral and Developmental Services*, 2004 ME 154, ¶ 84, 863 A.2d 890, 911-912; *see also, Opinion of Justices*, 709 A.2d at 1185; *cf., Baker v. Carr*, 369 U.S. 186, 216 (1962).

III. THE 127th LEGISLATURE VALIDLY EXTENDED THE FIRST REGULAR SESSION.

Both the Governor's Brief and the Brief of Representatives Fredette, Espling, and Timberlake questioned whether the 127th Legislature had validly extended itself on June 18, 2015. The Legislature did formally and validly extend itself on that day and its decision to do so is not reviewable. Moreover, the question raised by the Governor's Brief and contended by the Representatives on this point raises the question of whether a duly constituted session of the Maine Legislature can accidentally or unintentionally terminate itself.

A. ON JUNE 18, 2015, THE LEGISLATURE VALIDLY EXTENDED THE FIRST REGULAR SESSION FOR FIVE LEGISLATIVE DAYS AS PROVIDED IN 3 M.R.S. SECTION 2.

In its initial brief, the Legislature explained that on June 18, 2015, both Houses of the Legislature formally and validly extended the First Regular Session of the 127th Legislature.

Although this question was sufficiently addressed in that brief, Representatives Fredette, Espling, and Timberlake take the position that the initial extension and those that followed were invalid.

On June 18, both the House of Representatives and the Senate clearly and unambiguously addressed the question of whether the 127th Legislature should be extended for five legislative days. Both Houses clearly advised the members that the statutory deadline had passed. The procedural question posed to both Houses, then, was crystal clear.

If any member of the House of Representatives or the Senate had been concerned that the Legislature then lacked the authority to approve such an extension, that, somehow, the passage of the statutory deadline in Title 3, Section 2 had divested the Legislature of its power to approve the five legislative day extension expressly provided in that very same section, they could have objected to the proposed order, they could have raised a non-debatable point of order, they could have obtained a ruling on their objection. Yet, no such parliamentary questions were posed, no such procedures invoked, no such rulings requested. To the contrary, the Legislative Record

makes clear that the members of the House of Representatives, including Representatives

Fredette and Espling, ("the Representatives") overwhelmingly supported the extension. Exhibit

2. In the Senate, the vote was unanimous. Exhibit 4.

When seen in this context, it is apparent that the decision of the House of Representatives and the Senate to extend the 127th Legislature by the five legislative days provided for in Title 3, Section 2 falls squarely within the power accorded to the Legislature under Article IV, Part Third, Section 4 to "determine the rules of its proceedings." Art. IV, pt. 3, § 4.5

In addition, and for the reasons set forth above in Section II(D), the question of whether the 127th Legislature properly extended itself on June 18 strongly implicates the Separation of Powers and it is respectfully urged that this is the kind of question which this Court should refrain from answering.

B. THE PROCESS FOR TERMINATING A REGULAR SESSION OF THE LEGISLATURE IS BY ADJOURNMENT SINE DIE.

The question raised in the Governor's Brief and contended for by the Representatives, in essence, asks this Court for a finding that a duly convened Regular Session of the Legislature can be terminated without any formal notice to the public, the Governor, the Judiciary or even the Legislature, itself. This is nothing short of a recipe of legislative chaos.

As had been well documented in the Legislature's initial brief as well as in the brief of the Attorney General, the Legislature has long followed a formal process for terminating a legislative session. This very formal process, which dates back well over a hundred years and

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⁵ On June 18, 2015, both Houses of the Legislature formally voted to extend the Legislature by the five legislative days provided by 3 M.R.S. § 2. That both Houses took this formal step does not mean that the Legislature could not have continued to conduct business without having taken a formal vote. As noted above, had the Legislature chosen that course, any member of either House could have challenged the procedure and obtained a ruling on it.

probably more, was born of a need for all departments of the government and the people at large to know when a legislative session has come to an end.

The salutary purposes of this procedure are too apparent for elucidation. At this point, it suffices to say that it provides a definite point for determining the periods provided for in the referendum portions of the Constitution. Me. Const., art. IV, pt. 3, § 18. It also holds clear due process implications for anyone who might be affected by non-emergency legislation. For the instant legislative session, of course, the implications of these positions, if accepted, would be immediate and profound. The validity of any action of the 127th Legislature, even though approved in good faith by all its members and challenged by no one, would be placed in jeopardy.

The Constitution gives the Legislature authority to manage its own affairs for good reason. It is not only to ensure that the Legislature is insulated from encroachments by the other departments, but this assignment of authority also manifestly serves the purpose of ensuring that the Legislature can control its work load, control the flow of its business, and send clear and unambiguous messages to all those concerned with its work when it has started and when it has finished.

For these reasons, if the Court feels it warranted to opine on this matter, it is respectfully urged that the Justices find that on June 18, 2015, the 127th Legislature validly extended the First Regular Session.

IV. <u>CONCLUSION</u>

For the reasons set forth above, it is respectfully requested that the Justices find that, during the adjournment starting June 30, the Governor was able to return bills to the respective

Houses of the Legislature and, further, that the Justices refrain from answering the Separation of Powers question posed by the Governor's Brief.

Dated this 29th day of July, 2015.

Respectfully submitted,

HONORABLE MICHAEL THIBODEAU, President of the Maine State Senate, and HONORABLE MARK EVES, on Behalf of the Maine Senate and the Speaker of the Maine House of Representatives by and on Behalf of the Maine House of Representatives,

Timety C. Woodcock, Esq.

Adria Y. LaRose, Esq.

EATON PEABODY

80 Exchange Street

P.O. Box 1210

Bangor, ME 04402-1210

(207) 947-0111

twoodcock@eatonpeabody.com

alarose@eatonpeabody.com

SUPREME JUDICIAL COURT

In the Matter of)	
Request for Opinion of the Justices)	AFFIDAVIT OF JENNIFER
-)	MCGOWAN

I, Jennifer McGowan, do hereby depose and say that I make this affidavit in support of the brief filed on behalf of the Speaker of the House of Representatives, Mark Eves, by and on behalf of the Maine House of Representatives and on behalf of the President of the Maine Senate, Michael Thibodeau, by and on behalf of the Maine Senate, in the above-referenced matter.

- 1. I am the Assistant Clerk of the House of Representatives and was elected to that position by vote of the House of Representatives on December 3, 2014.
- On June 30, 2015 the House of Representatives adjourned subject to recall by the Speaker and Senate President.
- 3. At the time the House of Representatives adjourned bills that had originated in the House of Representatives and which had been enacted by both the House of Representatives and the Senate had been sent to the Governor.
- 4. The Office of the Clerk of the House of Representatives considered that each of the bills that had been sent to the Governor could be returned to the House of Representatives or the Senate, as would be appropriate, within 10 calendar days (Sundays excepted).
- 5. When the Governor returns bills with objections, a representative of the Governor's Office returns the bills with their jackets to the Clerk of the House along with two copies of the Governor's objections.
- 6. A representative of the Clerk of the House then takes possession of the bills and the Governor's objections to them. The Governor's objections are assigned a paper number

- and put in the proper format to be included in the Advance Journal and Calendar of the House of Representatives. They are then entered into the program to create the Advanced Journal and Calendar.
- 7. The Office of the Clerk of the House follows a consistent procedure for all bills that are returned by the Governor.
- 8. If the House of Representatives are temporarily adjourned, the Governor's objections are entered into the Advanced Journal and Calendar of the House of Representatives and will be presented in printed or electronic form to the entire House of Representatives for their consideration when it reconvenes.
- 9. If the Governor had returned any bills that had originated in the House of Representatives within the 10 day period (Sundays excepted) applicable to each bill, the Clerk of the House would have accepted the bills from the Governor's representative and would have entered them into the Advanced Journal and Calendar of the House of Representatives for their consideration when it reconvenes.
- 10. During the period when the House of Representatives was temporarily adjourned from June 30, 2015 to July 16, 2015, the Governor did not return any bills to the Clerk of the House.
- 11. When the 10 day period (excluding Sundays) had expired for the bills, the Revisor's Office advised the Clerk of the House that the bills had become law. With the Revisor's Office having advised that the bills had become law, the House of Representatives could not consider the Governor's objections to them. Therefore, the Clerk of the House of Representatives forwarded the bills that had been returned by the Governor to the Revisor's Office.
- 12. If the 10 days (Sundays excepted) for the bills in question had not passed by the time the Governor's Office returned them to the Clerk of the House, when the House of Representatives reconvened, the Governor's objections would have been entered into the

Advanced Journal and Calendar of the House of Representatives and scheduled for votes to override or sustain the Governor's vetoes.

13. The procedure described in Paragraphs 5 through 10 and Paragraph 12 are the procedures that the Clerk of the House always follows when the Governor returns bills to the House of Representatives when the House had temporarily adjourned.

DATED at Augusta, Maine this 28th day of July, 2015.

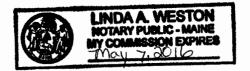
By: Jennifer McGowan

STATE OF MAINE KENNEBEC, ss.

July 28, 2015

Personally appeared the above-named Jennifer McGowan and made oath that the foregoing is true and based upon her own personal knowledge, information and belief, and insofar as based upon information and belief, she believes it to be true.

Before me, Sunda C. Washin Notary Public



STATE OF MAINE

SUPREME JUDICIAL COURT

DOCKET NO. OJ-15-2

In the Matter of)	
Request for Opinion of the Justices)	AFFIDAVIT OF HEATHER PRIEST

I, Heather Priest, do hereby depose and say that I make this affidavit in support of the brief filed on behalf of the Speaker of the House of Representatives, Mark Eves, by and on behalf of the Maine House of Representatives and on behalf of President Michael Thibodeau, by and on behalf of the Maine Senate, in the above-referenced matter.

- 1. I am the Secretary of the Maine State Senate. I was duly elected to the position of Secretary of the Senate by the members of the Maine State Senate on December 3, 2014, and have held, and continue to hold, that job continuously since that date.
- 2. Prior to my election as Secretary of the Senate, I was Chief of Staff for the Senate Republican Leaders. I also previously served as Clerk of the Maine State House of Representatives for the 125th Legislature. Before serving as Clerk of the House, I worked for sixteen years in the House Republican Office.
- 3. On June 30, the Senate adjourned until the call of the President of the Senate and Speaker of the House, respectively, when there is a need to conduct business or consider possible objections of the Governor.
- 4. At the time the Senate adjourned bills that had been previously enacted or finally passed by both the House of Representatives and the Senate had been sent to the Governor.

 Furthermore, after the Senate adjourned on June 30 additional bills that had been enacted

- or finally passed by the House of Representatives and the Senate were sent to the Governor.
- 5. The Office of the Secretary of the Senate considered that each of the bills that had been sent to the Governor could be returned to the House of Representatives or the Senate, as would be appropriate, within 10 calendar days (Sundays excepted).
- 6. When the Governor returns Senate bills with objections, a representative of the Governor's Office returns the bills with their jackets to the Secretary of the Senate's Office along with the original objections and provided copy(s).
- 7. A representative of the Secretary of the Senate's Office then takes possession of the bills and the Governor's objections to them. The communications are then numbered and placed on the Senate Calendar on the next legislative day or on a Supplement to that Calendar.
- 8. The Office of the Secretary of the Senate follows a consistent procedure for all bills that are returned by the Governor. That procedure includes entering the returned bills and the Governor's objections on the Calendar for the Senate.
- 9. Arrangements are also made for the Governor's objections to returned bills to be placed on the Journal of the Senate.
- 10. If the Governor had returned any bills that had originated in the Senate within the 10 day period (Sundays excepted) applicable to each bill, the Secretary of the Senate would have accepted the bills from the Governor's representative and would have entered them on a Supplement for that current legislative day or placed them on the Calendar of the Senate on the next legislative day.
- 11. During the period when the Senate was temporarily adjourned from June 30, 2015 to July 16, 2015, the Governor did not return any bills to the Senate.
- 12. When the 10 day period (excluding Sundays) had expired for the bills, the Revisor's Office advised the Secretary of the Senate that the bills had become law. With the Revisor's Office having advised that the bills had become law, the Senate could not

consider the Governor's objections to them. Therefore, the Secretary of the Senate forwarded the bills that had been returned by the Governor on July 16, 2015 to the Revisor's Office.

- 13. If the 10 days (Sundays excepted) for the bills in question had not passed by the time the Governor's Office returned them to the Secretary of the Senate, when the Senate reconvened, the Governor's objections would have been entered on the Calendar of the Senate on the next legislative day; and the Senate would have voted on each objection.
- 14. The procedure described in Paragraphs 6 through 10 and Paragraph 13 is the procedure that the Secretary of the Senate's Office follows when the Governor returns bills to the Senate when the Senate had temporarily adjourned.

DATED at Augusta, Maine this 29th day of July, 2015.

DATED at Augusta, Maine this 29th day of July, 2015.

Heather Priest

STATE OF MAINE KENNEBEC, ss.

July 29, 2015

Personally appeared the above-named Heather Priest and made oath that the foregoing is true and based upon her own personal knowledge, information and belief, and insofar as based upon information and belief, she believes it to be true.

Before me,

Matary Public